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Annex "A," Subparagraph 1q,
Sociological Background

PUBLIC WELFARE

I. INTRODUCTION

746 Under the Nationalist Government during the war years (1937-1945), the first and foremost agency in the work of public welfare was the National Relief Commission. It was the pivot upon which China's machinery of relief and rehabilitation depended. Through its various efforts from 1938 to 1944, 30,152,131 refugees from war and famine were benefited.[1] In addition to immediate war and disaster relief, it also operated clinics, occupational relief works, and organizations for the training and care of children. A number of private and semi-private welfare and relief agencies were also active, and most of these were founded to meet the needs of the war conditions.[2] For women and children, there were the National Association for Refugee Children, the National Child Welfare Association of China, and the Women's

1. China Handbook 1937-1945, compiled by Chinese Ministry of Information, New York, Macmillan, 1947, pp. 521-37.
2. Ibid.

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746 Advisory Council. For servicemen, there were the Friends of the Wounded Society and the YMCA Emergency Service to Soldiers. And for general war work there were the China Wartime Relief Association, and the National Chinese Women's Association for War Relief. Foreign agencies, such as the United China Relief and the American Red Cross in China of the United States, and British and Canadian contributions distributed through different medium also helped to aid China in her distress.

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657 The Ministry of Social Affairs as a department under the Executive Yuan of the Nationalist Government was established in November 1940. Throughout the 1940s, during the war years in Chungking as well as in the postwar years in Nanking, this ministry led and guided the development of public welfare and helped to co-ordinate the work of the many relief and welfare organizations. The following chart will give some idea of the state of public welfare in 1947 in Southwest China.[3] With Chungking as the wartime capital of China, and the Southwest provinces as the base of operations in the long resistance war against Japan, the Southwest Region, in spite of material hardships, made cultural and social progress. This was equally true in public welfare.

3. Chung-hua Min-kuo T'ung-chi Nien-chien [Statistical Yearbook of China], Nanking, Bureau of Statistics, 1948, pp. 365-72.

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RELIEF AND WELFARE ORGANIZATIONS IN SOUTHWEST CHINA */
(June 1947)

Province	Relief Organizations	Farmers' Welfare Socities	Child Welfare Units	Social Service Offices	Employment Agencies	
					Independent/	Auxiliary
Szechwan	571	32	295	181	22	19
Sikang	33	1	10	9	1	1
Yunnan	160	22	53	6	7	5
Kweichow	97	22	42	32	10	6
Chungking	78	5	76	21	13	3
Total	939	82	476	249	53	34

*/ See Footnote 3.

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746 On November 9, 1943, China became a
657 member of the United Nations Relief and Rehabilitation Administration (UNRRA). The Chinese National Relief and Rehabilitation Administration (CRRA) as a department of the Nationalist Government on the level of ministries, was established in January 1945, as was the China office of UNRRA. In cooperation the two administrations planned and worked on the gigantic problems of relief and the rehabilitation of postwar China.[4] It was extremely unfortunate that peaceful projects of this sort did not continue; their efforts were suspended when the Chinese Communists became the victors on the Mainland of China.

II. CALAMITIES SINCE 1949

731 Since the establishment of the Communist regime in China, many natural disasters have occurred. Droughts, floods, locusts and other harmful insects, frost, wind-storms, and hail-storms, have caused famines, beginning in the rural districts and spreading through the entire nation. According to one estimate, natural calamities, climaxed by the floods of 1954, affected many millions as shown

4. China Handbook, pp. 538-541.

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IV. RELIEF AND RELIEF POLICIES

• 746 During the convention of the National People's Congress in Peking in September 1954, Hsieh Chieh-ts'ai, Minister of Internal Affairs of the Chinese Communist regime, made a report on the state of relief and welfare on the China Mainland. After alluding to the expanse and severity of natural calamities from 1949 to 1954, he reiterated the policies of the Chinese Communist Government in conducting its relief work. The first effort is to mobilize the masses to work on the prevention of drought, frost, harmful insects, and flood. Secondly, when disaster strikes, the people are expected to adopt measures to "help themselves through production," "to economize during the famine period," and "to offer mutual-aid." Only when it is absolutely necessary should the government be expected to offer outright relief.[19]

In discussing public welfare and relief in Communist China, it is necessary to recognize how the Communists interpret certain common terms. The word relief, although it is generally taken to mean "money or necessaries given to people who are in need,"[20] to the Communist

19. People's Handbook, 1955, pp. 211-12.

20. Fairchild, H.P. Dictionary of Sociology and Related Sciences, Ames, Iowa, Littlefield, Adams, 1955, p. 255.

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•746 carries no implication of unconditional succor. Their basic relief policy, including emergency relief, is "self-help through-production," and their basic relief method is the substitution of work for relief. From this the Chinese Communist have not deviated. As a matter of fact, most of their projects for water conservation, road building, and the laying of railroad lines are undertaken, in part, by famine refugees, who thus are expected to pay in labor for government efforts to prevent starvation.[21]

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73/ In an official report on relief work in 1952, the deputy chief of the Department of Civil Affairs of the Southwest Region gave some interesting slogans used by the government to rally the people in famine areas.[22] In order to ensure a good harvest, "one must get rid of the traditional belief of relying on nature (God or heaven) to live." "One must believe that men can conquer nature." In preventive measures against drought, the Southwest mobilized 30,000,000 people to build and repair waterways. In the southern part of Szechwan, 252,182 water-wheels were set up, and enough people were mobilized to tread them

21. Relief Work, pp. 9-12.

22. New China Daily, Oct. 4, 1952, p. 6.

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day and night. When 15 counties were faced with flood in East Szechwan, people were called out to fight the inundation and to build dikes. To exterminate insects, 1,560,000 people were mobilized in South Szechwan, and "260,000,000 insects amounted to some 70 tons in weight" were caught, according to the same report. Against the traditional spring and summer famine spells as many as 150 kinds of secondary production (usually handicrafts) were developed in the various parts of the Southwest. In reporting on the substitution of work for relief, it was revealed that in addition to the building of roads, railways, and dikes, the famine refugees also undertook the shipment of coal and salt and the building of granaries and army camps. In 1951, the report said, 200,000 refugees were engaged in cutting timber and in reforestation in southern Szechwan. Expanding the theme of self-help, the Communists advocated mutual-aid. In Southwest China there were drives to economize in order to be able to contribute for relief. Slogans demanded that everyone give each day a bowl of rice and a handful of vegetables for relief. In this way the cities contributed their share for the welfare of the rural areas, and even other administrative regions. The 1952 report also stated that in 1950 JMP$ 57,250,000,000 were contributed to the winter clothing fund for the refugees of northern Anhwei and

746 731 northern Kiangsu provinces in East China by the people of the Southwest. In 1951, the city people of East Szechwan contributed JMP$ 425,000,000 and some 2,700,000 pounds of food to the famine-stricken rural areas.[23]

464 In the cities, especially in the early period of the Communist regime, unemployment was an extremely serious problem. In the Southwest Region it was estimated that in 1952 about 2,600,000 people were unemployed or partly unemployed,[24] and as a result the Communist regime established a Labor Employment Committee in Peking as well as on the various levels in local governments. Under this committee the "registration of labor employment" was conducted. The following steps were taken to alleviate the problem of unemployment: (1) the centralization of employment agencies under the Labor Employment Committee, (2) the establishment of training courses, (3) the substitution of work for direct relief, (4) the advocation of self-help-through-production, (5) outright relief (only to cases of extreme hardship), and (6) a

23. Ibid.
24. Relief Work, p. 13.

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733 735 548 non-existent" in Communist China and the number of vagrants had been greatly reduced.[28]

V. CHILD WELFARE

527 746 Following the international practice of dedicating one day in the year to the children, in 1931 April 4th was promulgated as China's Children's Day by the Nationalist Government. But the Chinese Communist regime changed this date to June 1st, in accordance with a decision made by the International Democratic Women's Federation in 1949 at Moscow.[29] Children's Day as it is celebrated in the United States and in Great Britain was branded as capitalistic, i.e., not designed for the well-being of the children of the laboring classes. Around June 1st every year, all the propaganda media are mobilized for the promotion of child welfare, praise of the happy state of children in Communist China and in the Communist bloc of nations, and references to the "plight" of children in the free world. And it is also around this time in most large cities on the Mainland of China that health examinations for

28. People's Handbook, 1955, pp. 211-13.

29. Hung Hsin-t'ao, Chi-nien Chieh-jih Shih-shih Tzu-liao [History of the Memorial Days], Shanghai, T'ai-lien ch'u-pan she, 1953, Vol. II, pp. 180-83.

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527 children are conducted. In the period 1950-52, according to one report, more than 1,000,000 children received a health examination.[30]
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In the Southwest, in Chungking, on Children's Day 1953, more than 33,000 children gathered at the "Working People's Cultural Palace." Entertainment and games were on the day's program, as well as speeches by the mayor and vice-mayor of the city. In eleven other cultural centers" in the municipality of Chungking on that same day, special motion pictures for children were shown. The New China Bookstore opened its new department for children, and on the first day a sale of more than 3,700 children's books was reported.[31]

746 The first conference of the workers in
668 women's and children's welfare was convened October 3-12, 1951, under the aegis of the All-China Democratic Women's Federation. With national production as the over-all purpose, the scope of their welfare work was described as to serve the masses of working

30. New China Daily, May 30, 1953, p. 3.
31. Ibid., June 2, 1953, p. 1.

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746 668 women and their children. Their main tasks were to promote the health of women and children and to solve the problems which arise in the rearing and educating of the children of working people. At the conference it was reported that 15,700 child welfare organizations, including creches, kindergartens, and relief institutions, had been established on the China Mainland. Another report claimed that in two years (to November 1951) 4,340 persons were trained to care for children and 3,743 were trained as health workers to care for women and children. During the same period, propaganda agencies arranged 128 exhibits to promote good health among women and children; 7,295,095 people were reported to have attended these exhibits.[32]

746 By the end of 1952, there were 34,000 public health agencies for women and children, with additional mobile corps, organized under all the provincial governments. In 1952, in mining and construction work, in other enterprises, in public organizations and schools, 2,738 creches were in existence; in larger cities, 4,346 street creches were set up, and in the rural areas 148,000 creches were

32. Hsin-hua Yüeh-pao [New China Monthly], Peking, 1951, No. 12, Dec. 1951, pp. 47-48.

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746 organized during the busy farming seasons to care for an estimated 850,000 children of agricultural families.[33] In the Southwest Region, many factories were reported to have provided creches to care for the children of working mothers. In a report made in 1953, the total number of creches of this category was given as 77, caring for approximately 4,400 children.[34] For the region as a whole, this number is far too small to be considered adequate.

VI. AID TO FAMILIES OF "MARTYRS" AND SERVICEMEN

729 746 In relief work in Communist China, aid to the families of "martyrs" and servicemen has been regarded with utmost seriousness and has been treated as relief work in the more usual sense. The welfare of the members of the armed forces and their families was specified in Article 25 of the Common Program, one of the earliest documents adopted by the Peking regime. It states: "Dependents of those who have given their lives for the revolution and of members of the revolutionary forces, who are in need, shall receive preferential treatment from the state and from society. The People's Government shall make appropriate arrangements for disabled or

33. New China Daily, April 18, 1953, p. 4.
34. Ibid., May 30, 1953, p. 3.

1:Stanford U. S-4, 5 1956 AF16 SW China
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746 retired servicemen who have participated in the revolutionary war, providing them with the means of livelihood or with occupation."[35] However, the nationwide campaign did not begin until late in 1950, which indicates that this necessity was caused by the warfare in Korea.[36] On December 11, 1950, the Ministry of Internal Affairs of the Peking regime promulgated five sets of regulations relating to compassionate payments. These were provisional regulations governing preferential treatment of families of revolutionary "martyrs" and servicemen; preferential treatment of, and compassionate payments to, disabled servicemen killed in action or upon illness; citations and compassionate payments for revolutionary workers injured or killed; and citations and compassionate payments for members of the People's Militia and laborers in military service injured or killed.[37] The preferential treatment of families of "martyrs" and servicemen included receiving land and farming implements as well as government scholarships for their children, lower prices, discounts from commercial establishments, and so forth. Only in cases of extreme hardship were direct payments given.

35. The Important Documents of the First Plenary Session of the Chinese People's Political Consultative Conference, Peking, Foreign Languages Press, 1949, p. 10.

36. Relief Work, p. 18.

37. New China Monthly, Vol. III, No. 3, Jan. 1951, pp. 516-21.

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746 At the time of the Spring Festival in 1951, 10,000,000 people were rallied to take part in the campaign to honor servicemen and their families, according to a report made by the Department of Civil Affairs of the Southwest China Military and Political Committee. Festivals at the lunar New Year and again on August 1, the Chinese Communist Army Day, have since become annual affairs. Through the Government relief and rehabilitation program, the report claimed, many members of the families of "martyrs" and servicemen and many disabled veterans became local Party leaders, and members of Communist cadres and others were elected as delegates and committeemen to Communist conventions and assemblies. In the county of T'ung-chiang[38] in Szechwan Province, as many as 963 cadres were chosen from among these people in 1953.

The system of substitute-tilling during the absence of responsible family members was promoted in most rural areas in the Southwestern provinces. Among the 7,040 families of "martyrs" and servicemen who lived in the rural districts in the Chungking municipality, 1,431 families were granted substitute tillers to cultivate their lands in 1952. In 71 other counties and municipalities of Szechwan,

38. New China Daily, Feb. 1, 1953, p. 2.

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729 746 according to the same report, out of a total of 209,813 families of "martyrs" and servicemen, 80,174 families were granted substitute tillers during 1951. However, the report also mentioned confused management and inadequate enforcement of this system in many places in the Southwest.[39] Apparently, much improvement is to be desired and substitute-tilling may always remain a source of dissatisfaction among the rural population.

In the cities in the Southwest Region as well as in all other regions, the dependents of "martyrs" and servicemen were organized for production and trained for employment. Statistics covering the cities of Chungking, Chengtu, Wanhsien and Nan-ch'ung in Szechwan Province, Kweiyang in Kweichow Province and Kunming in Yunnan Province, showed 102 organized production units involving 2,139 people, and further, that 9,550 people obtained employment through the efforts of the government. In addition, in 22 counties in southern Szechwan Province, 202 units were organized and 3,726 members of servicemen's families engaged in production work. For those who were unable to work (as of June 1952), the regional government appropriated relief payments amounting

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39. Ibid.

729 to JMP$ 29,409,100,000. About 30 per cent
746 of the dependents of "martyrs" and servicemen
657 received this relief, but later the majority of these dependents were obliged to undertake production work.[40]

[873] Some 3,855 children and minor dependents of "martyrs" and servicemen were given government scholarships and financial aid in the three municipalities of Chungking, Chengtu, and Kweiyang, and 19,371 children and dependents in southern Szechwan were given scholarships, the Communists report.[41]

As a measure of encouragement, the Chinese Communists in June and July 1952 mobilized the populace of the Southwest Region to elect "model dependents" of "martyrs" and servicemen, "model disabled veterans," and "model workers for the protection and betterment of the servicemen's families."[42] Those elected were honored by recognition similar to that afforded "labor heroes" during the Land Reform Movement.

729 In September 1954, there were 67 special
874 schools for disabled veterans on the China Mainland, with a total enrollment of 5,000; from these schools, 10,000 graduates had already

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40. Ibid.
41. Ibid.
42. Ibid.

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729 874 gone into construction work.[43] Some of these schools are in the Southwest, but the number and their locations are not known. According to their own criticism, expressed in Communist newspapers, Southwestern schools for disabled veterans are few in quantity and poor in quality.[44]

According to a broadcast in January 1955 by the Minister of Internal Affairs of the Peking regime, incomplete statistics from 13 provinces showed more than 60 per cent of the families of "martyrs" and servicemen had become participants in mutual-aid groups and cooperatives and many were elected officials of these organizations. Others were elected as delegates to the People's Congress or village cadres.[45] The People's Daily reported that 382 rehabilitated veterans were elected "labor heroes" in July 1954.

VII. CONCLUSION

746 In almost all documents concerning public welfare and relief in Communist China, the emphasis is on production rather than the alleviation of suffering. In regard to famine relief in the rural areas as well as unemployment relief in the cities, the people are asked to save

43. Relief Work, p. 19.
44. New China Daily, Feb. 1, 1953, p. 2.
45. New China Monthly, No. 2, Feb. 1955, p. 19.

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• 746 themselves by "self-help-through-production." Even in concern for the welfare of women and children, the chief purpose is to gain energy to further production. The Communists are not concerned with the welfare of individuals or the lives of individuals. Whereas the humanitarian element prevails in public welfare in the free world, it is generally lacking in a Communist state. In the charter of the People's Relief Administration, Article 2 explains its function in the following sentence: "This Administration is an organization of the people under the leadership of the Central People's Government to unite and guide...all relief and welfare workers to help the Government in the organization of the masses for the promoting of production and economy, labor and mutual-aid, so that the relief and welfare works for the masses of the people shall be enhanced."[46] The key words here are production, economy, labor, and mutual-aid. There is no allusion to the alleviation of suffering or the promotion of the well-being of the people.

000 When one understands the Communist attitude toward public welfare, it helps one to grasp the overwhelming plight of those who become the victims of man-made calamities.

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46. Ho-pei Jih-pao [Hopei Daily], Pacting, May 5, 1950, p. 1.